

HOUSING INTENSIFICATION

Discussion Paper
No. 1

BROAD POPULATION TRENDS



METROPOLITAN PLAN REVIEW

The Municipality of Metropolitan Toronto

Housing Intensification

Discussion Paper No. 1

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**Prepared by the Policy Development Division of the
Metropolitan Toronto Planning Department**

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HOUSING INTENSIFICATION DISCUSSION PAPER #1

BROAD POPULATION TRENDS

A fundamental challenge to Metropolitan Toronto is the present trends of population and the implications for revised Official Plan population targets which will help sustain the economic and social vitality of the Metropolitan community.

The principal reason for the current demand for housing is the large bulge in the population known as the baby boom generation; those persons born in the years 1947 to 1966. This bulge in the population can be seen in the attached graphics illustrating the age and sex profile of Metropolitan Toronto in 1986 and as projected for 2011. This segment of the population is disproportionately large, larger than any other baby boom generation in the western world in relative terms. The baby boom generation is now in the peak family-forming years. Their demand for housing is one of the major factors contributing to the shortage of housing which is further aggravated by other factors including smaller household sizes, growing number of households, immigration of people from within and outside Canada, shortage of vacant land and the decline in the production of rental housing by the private sector. The impact of the post-war bulge in the population is a very real phenomenon that will continue to strain and distort the use of Metro's physical and social services and challenge the planning policies and programs now in place. Since 1980, Metropolitan Toronto has experienced a decline in housing production in general, and in particular in the construction of new private rental units. Other significant trends show increased pressure to allow conversion of existing rental units into condominiums and deconversion of multi-unit housing into single family residency. These trends are perhaps most dramatically illustrated in the City of Toronto where from 1976 to 1985, almost 17,000 rental units were lost as a result of deconversion¹ (although the Rental Housing Protection Act has slowed this loss).

The magnitude of this change in population levels can be observed on Map 1 - 'Percentage Change in Population' from 1976 to 1986 by Metro Wards. The

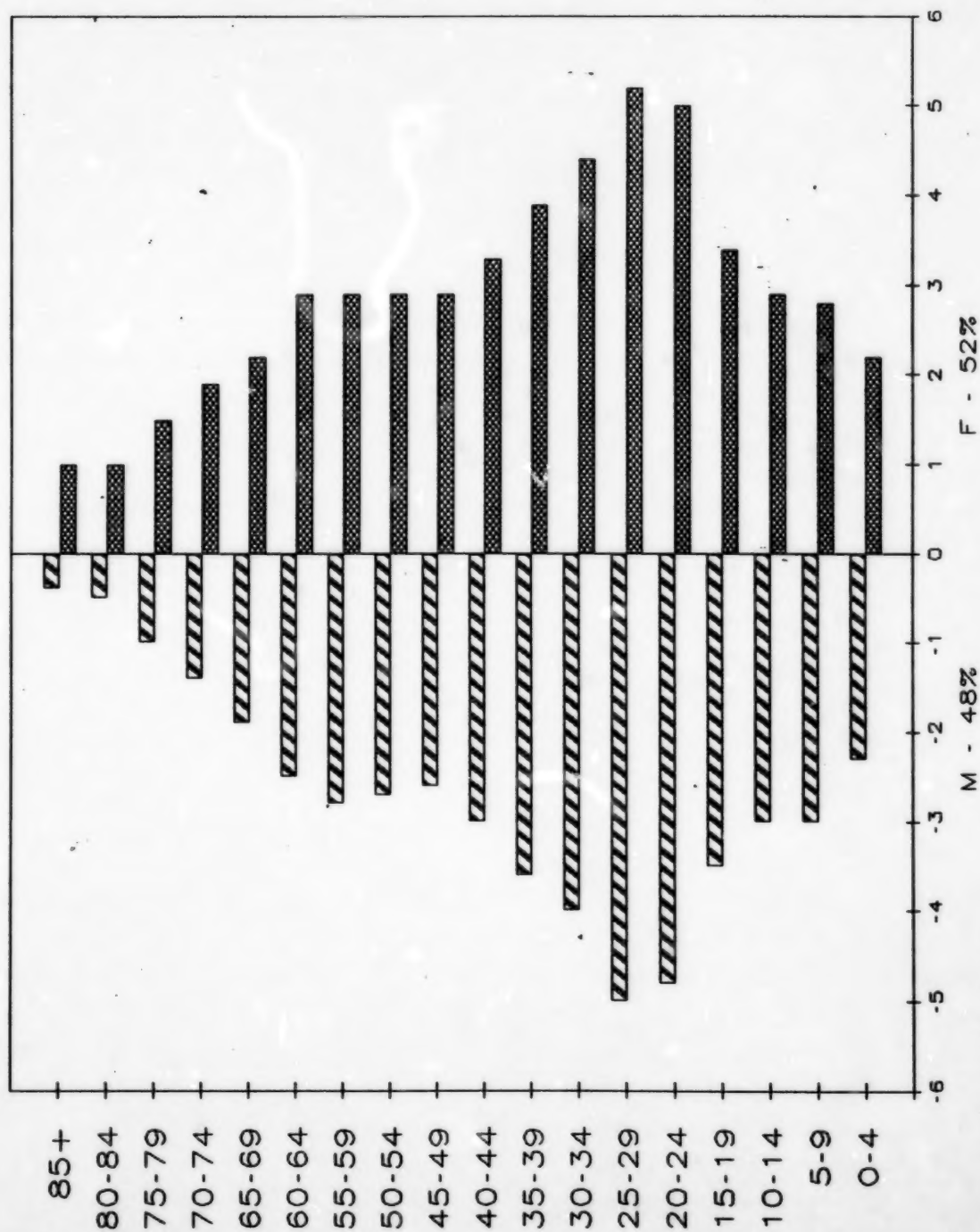
majority of areas indicated in red have declined in population from 0-10% with Ward 20 (Trinity-Niagara) showing a decline of greater than 10%. In total, 19 of the 28 Metro Wards indicate a decline in population during this time period. The pattern of the distribution of population loss appears to co-relate to the availability of land for development in the suburban areas of Etobicoke, North York and Scarborough. All other built-up areas in Metro show a decline except for Ward 24 (Downtown) located in the City of Toronto: a municipality that has historically experienced the most intensive use of its housing stock and is relatively progressive in its zoning and official plan policies towards housing intensification. Map 2 - 'Percentage Change in Households' from 1976 to 1986 by Metro Wards illustrates that the number of households has increased across Metro Wards since 1976, particularly in those areas which sustained or increased population levels. Comparing the two maps illustrates the impact of the long term trend towards decreasing average size of household. Regardless of increased household formation across Metro, overall population levels have declined in the wards built up prior to 1976.

Metropolitan Toronto has recently reaffirmed its' commitment to encourage a minimum population increase to 2,500,000 persons subject to further studies and analysis. This population will require approximately 300,000 additional housing units within Metropolitan Toronto based upon an average of 2.4 persons per household. Meeting this target will be a challenge to both Metropolitan Toronto and the area municipalities to encourage the creation of approximately 12,000 units per year to 2011; a level of production which is approximately double the present number of housing completions recorded over the past few years and is more consistent with production levels in the 1970's. This level of production anticipates that the majority of these additional units will be created through the redevelopment process at medium densities throughout Metropolitan Toronto, on several large sites that are presently underutilized or appropriate for a change in land use. A great potential exists through the intensification of the arterial roads to encourage the development of housing in mixed use medium density projects. Similarly, the large parcels of publically-owned lands within Metropolitan Toronto could be utilized, where feasible, to make significant contributions to the housing stock.

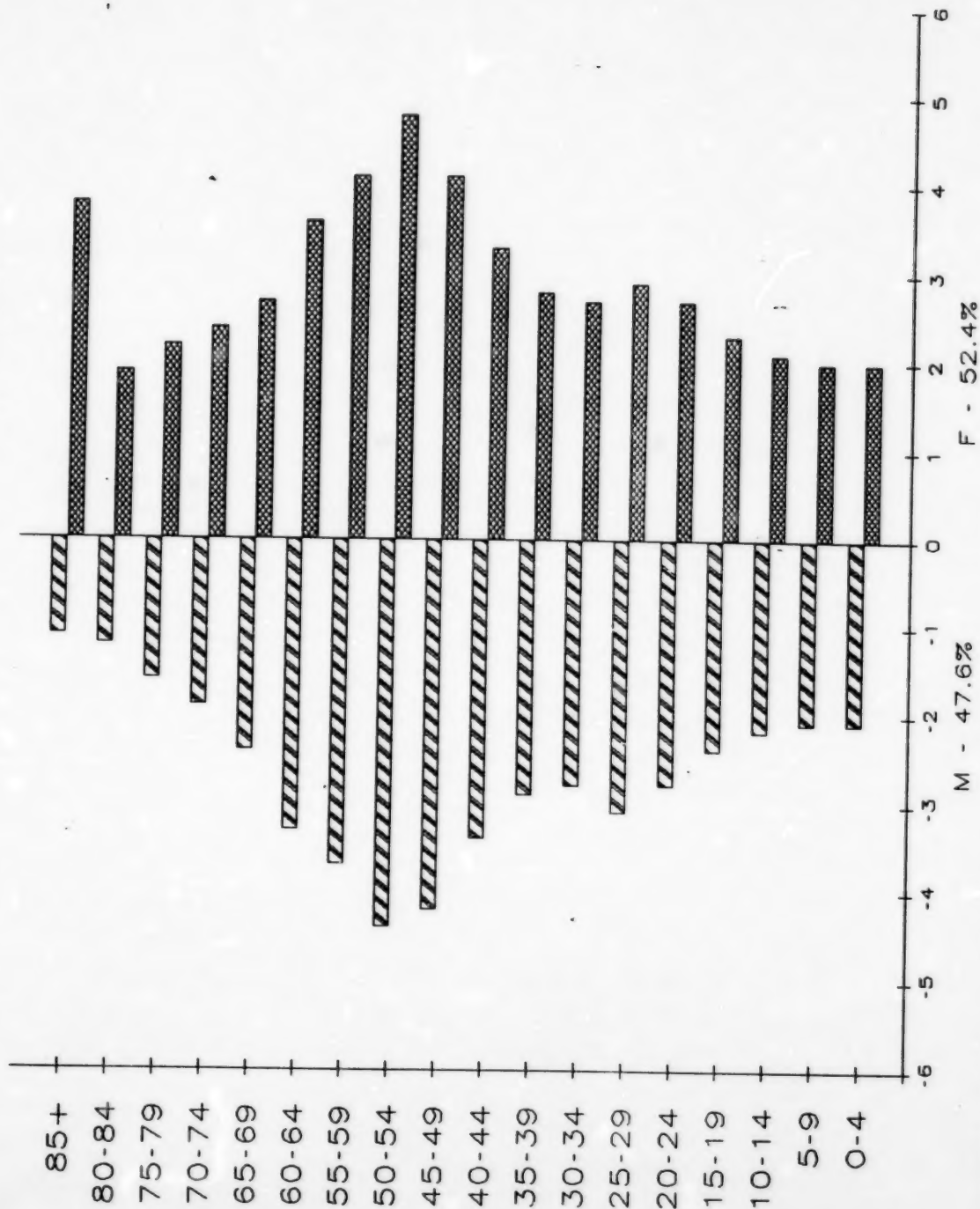
Housing intensification will help to maintain a meaningful range in the size, price and tenure options available in the Metropolitan Toronto housing market. It responds to the current demands by striving to make more efficient use of Metro's housing stock, encouraging sensitive and appropriate redevelopment and adaptations of the built form, while supporting the preservation and maintenance of the rental housing stock. However, new units are created, they must be sensitively incorporated into the present urban fabric of Metropolitan Toronto. This will require that proposals to create housing through the intensification process consider the local characteristics and respond to the concerns of the community. The challenge will be to come to terms with the present dichotomy between the concerns of the local neighbourhoods versus the needs and demands of the Metropolitan community as a whole. Discussion Paper No. 2 - Introducing Change in Metro's Communities looks at this issue in more detail.

1. City of Toronto Planning and Development Department Research and Information Section. "Research Bulletin #26 - Trends in Housing Occupancy." August, 1986. p.7

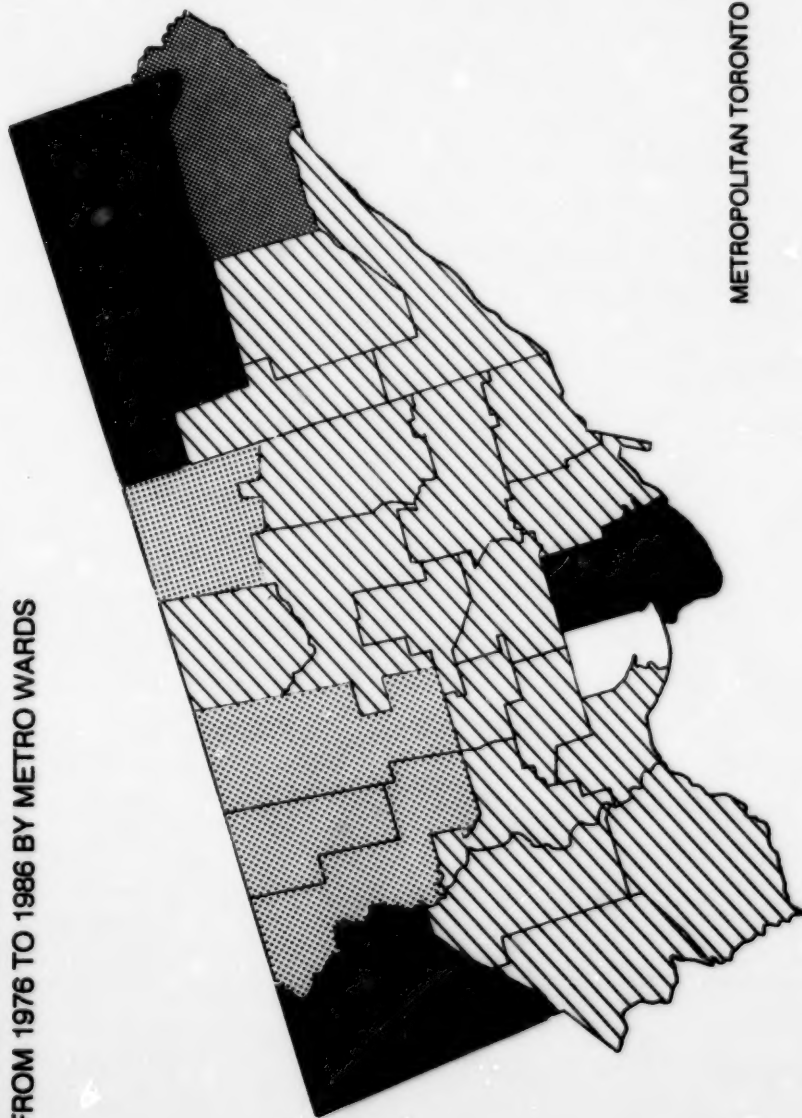
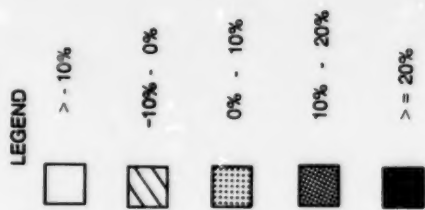
AGE AND SEX PROFILE OF POPULATION METROPOLITAN TORONTO, 1986



AGE AND SEX PROFILE OF POPULATION METROPOLITAN TORONTO, 2011

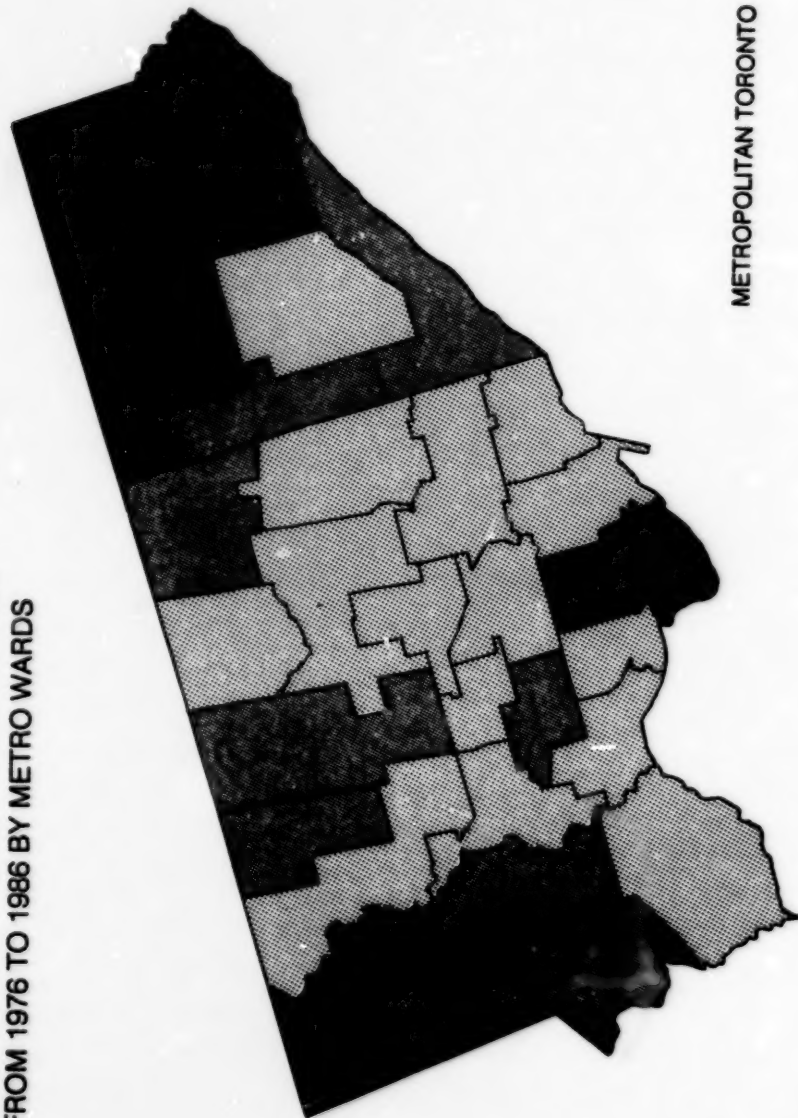


PERCENTAGE CHANGE IN POPULATION
FROM 1976 TO 1986 BY METRO WARDS



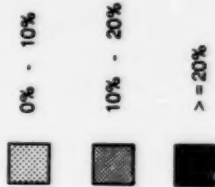
METROPOLITAN TORONTO

PERCENTAGE CHANGE IN HOUSEHOLDS
FROM 1976 TO 1986 BY METRO WARDS



METROPOLITAN TORONTO

LEGEND



INFORMATION TO THE READER

This report is a discussion paper prepared for the information of Metropolitan Council, community groups, organizations and members of the public in the review and understanding of issues related to the subject of "housing intensification." A discussion paper, when prepared, is intended to supplement the background and policy papers undertaken as part of the Metropolitan Plan Review. In the general area of housing the following reports have been prepared:

Background Reports:

- Housing Trends: 1976 - 1986
- Housing Intensification

Discussion Papers:

- No. 1 Broad Population Trends
- No. 2 Introducing Change in Metro's Communities
- No. 3 Conflict Resolution

Policy Report:

- Housing Intensification

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The next step in the process will be to prepare amendments to the Metropolitan Official Plan for adoption by Metropolitan Council which reflect the policies and recommendations of the Housing Intensification policy report. Your comments or those of your organization or community group are welcome on the contents of this or the other reports prepared in this series on housing.

Comments and inquiries should be sent to:

Metropolitan Planning Department
Policy Development Division
East Tower, 11th Floor
City Hall
Toronto, Ontario
M5H 2N1

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The "Metropolitan Plan Review" is a program to review the Official Plan For The Urban Structure: Metropolitan Toronto. The program was adopted by Metropolitan Council in March of 1986. Further information regarding the Review may be obtained from the Metropolitan Planning Department at the above address.